

Can be used in conjunction with the Unicam Kids web site www.NebraskaLegislature.gov/uk

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History of the Unicameral

Nebraska's Legislature is one-of-a-kind among all the state legislatures in the United States of America. The Nebraska Legislature is made up of one legislative house called a **unicameral**. All other states have legislatures made of two houses, or **bicameral** legislatures. Nebraska was the same for much of its history. For 67 years, Nebraska had a bicameral legislature, which contained a **senate** and a **house of representatives**. That changed in 1934 when Nebraskans voted to make their legislature a unicameral system.

Senator George Norris

U.S. Senator George Norris is known as the **founder of the Unicameral** because he led the effort to change Nebraska's bicameral legislature into a unicameral legislature. Norris, who lived in McCook, wore out two sets of automobile tires driving across Nebraska campaigning to change the Legislature. Norris said having a two-house legislature was outdated, inefficient and unnecessary. He said having a one-house legislature not only would be more efficient, but it also would cost less and make the legislative branch more open to citizens.

Checks and balances

Not everyone was in favor of changing the Nebraska Legislature to a unicameral system. Opponents said that with only one house, there would be fewer safeguards to prevent the Legislature from hastily passing laws. However, Norris said there would be plenty of other checks and balances in the unicameral system to



Sen. George Norris

prevent this. Norris argued that the Nebraska Supreme Court would still issue rulings on laws passed by the Legislature, and the governor would still be able to **veto** bills, or reject bills, so that they do not become law.

More importantly, Norris said, citizens would have the right to vote for members of the Legislature and to place issues on the ballot for state elections. Also, the Unicameral would have easy-to-follow rules and allow greater access to the news media so the public would be more aware of the Legislature's activities.

A Student Guide to the Nebraska Legislature

No Political Parties

Besides being the country's only unicameral, the Nebraska Legislature also is unique because it is the only **nonpartisan** state legislature in the country. When candidates run for the Nebraska Legislature, the political party to which they belong is not listed on the election ballot. Norris worked to eliminate partisanship in the Legislature because he believed nonpartisanship would allow lawmakers to base their actions on their own beliefs, rather than according to party beliefs.

No Conference Committee

In a bicameral legislature, a bill must be introduced and passed in both houses in order for it to become law. However, sometimes the version of the bill that is introduced in one house is different from the version introduced in the other house. When this happens, bicameral legislatures rely on conference committees to work out the differences between the two versions of the bill. Conference committees are made up of members from both houses of a bicameral legislature.

Norris opposed conference committees because he said they often did their business in secret. In Nebraska's old two-house legislature, once a bill came out of the conference committee, it could not be changed; it could only be approved or rejected. Sometimes, Norris said, the bill that came out of a conference committee did not resemble either version of the original proposal. Norris arqued that a unicameral legislature would eliminate the need for the conference committee.

Immediate Results

Nebraska saw immediate results in both cost and efficiency after citizens voted to replace its bicameral legislature with a unicameral. The number of legislators went from 133 in the twohouse system to 43 in the unicameral system—nearly a 70 percent reduction. The last bicameral session in 1935 ran 110 days, passed 192 bills and cost \$202,593. The first unicameral session two years later ran 98 days, passed 214 bills and cost \$103,445.

- How many hours must you attend school?
- On which side of the road should you ride your bicycle?
- Is your cat or dog required to have shots for rabies?

The answers to these questions are determined by rules that people must follow, or laws. These rules are created by lawmakers in the Nebraska Legislature who are called senators. They make laws only for the state of Nebraska.

- There are 49 senators in the Nebraska Legislature. Each senator represents one district that has about 35,000 people living in it. You live in one of these 49 districts.
- Senators are elected by citizens and serve four-year terms. About half of the Legislature is up for election or re-election every two years. To be a state senator, you must be at least 21 years old, have lived in your district for one year and be a registered voter.
- The Nebraska Legislature is a citizen legislature, which means most of its members have other jobs in addition to serving as a state senator. Senators receive \$12,000 a year for serving in the Legislature.
- Our Legislature meets once each year in a **regular session**. The regular session in odd-numbered years lasts 90 days and the regular session in even-numbered years lasts 60 days. These legislative sessions begin at 10 a.m. on the first Wednesday following the first Monday in January.
- Sometimes, senators are called back to the Capitol in Lincoln for a special session. The governor is given the power to call special sessions between regular sessions in order to handle emergencies.

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- The Legislature has committees, or small groups of senators, that review
 proposed laws and study issues. Every bill introduced in the Legislature has a
 public hearing in committee. Public hearings give citizens and others the chance
 to present their opinions about proposed laws. Those opinions help senators
 decide whether laws should be passed and, if so, what the laws should say.
- There are 14 **standing committees** that meet regularly during session. These standing committees take action on bills presented to them. There also are **select committees** and **special committees** that handle issues not covered by standing committees.
- When you visit the legislative chamber in the State Capitol, among the people you will see are the **lieutenant governor**, the **Clerk of the Legislature**, and the **sergeant-at-arms**.
- The lieutenant governor serves as president of the Legislature and presides over daily legislative activity.
- The Clerk of the Legislature is responsible for recording what actions the Legislature takes, counting votes and administrative tasks.
- The sergeant-at-arms and assistants, commonly called red coats because they wear red jackets, are responsible for security on the floor of the Legislature and at public hearings during the session.

Like you, visitors from all over the world come to Nebraska to see the Unicameral Legislature and find out how it works. Other states have considered changing to a one-house legislature, but none have done so. As a Nebraskan, you are unique because of the Unicameral Legislature and its influence on your life. You can get involved by speaking or writing to your senator, testifying at a public hearing or receiving information about the legislative process or a specific bill.

	Fun Facts
	•
•	Sixty-two women have served in the Legislature
	since 1867, when Nebraska became a state. Nine
	women served in Nebraska's early bicameral
4	legislature, and 53 women have served in the
	Unicameral.
•	The first woman in the Unicameral Legislature
4	was Nell Krause of Albion. She was appointed in
4	1946. The first woman elected to the Unicameral
	was Kathleen A. Foote of Axtell, who began her
4	service in 1955.
•	Dr. Matthew O. Ricketts was the first African-
4	American to serve in the Nebraska Legislature.
\parallel	He served from 1893 to 1897.
	The first African-American women were elected
	in 2008. The distinction was shared by Tanya
	Cook and Brenda Council, both of Omaha.

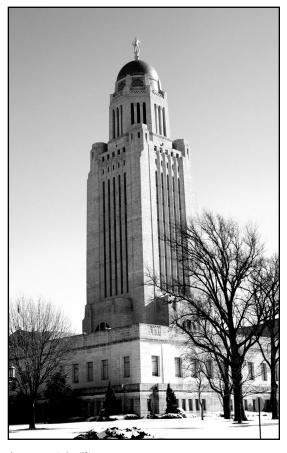
Sights from the Capitol



the George W. Norris Legislative Chamber (the room where the Legislature meets)



a committee hearing room

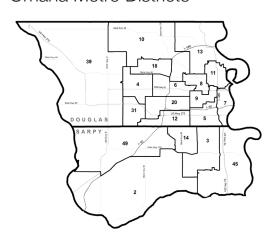


the State Capitol Building

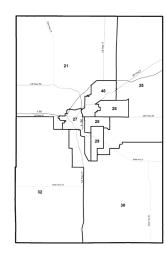
Which District Do You Live In?

DAWES 40 SHERIDAN SIOUX HOLT 43 BOX BUTTE ANTELOPE 17 41 48 HOOKER BLAINE LOUP GARFIELD 19 16 SCOTTS BLUFF BOONE 22 15 LOGAN GREELEY ARTHUR MCPHERSON VALLEY BANNER 47 DODGE CUSTER 36 CHEYENNE 23 DEUEL 24 42 PERKINS YORK 37 33 CLAY HAVES CHASE FRONTIER ADAMS FILLMORE 32 30 GAGE DUNDY FURNAS WEBSTER THAYER нітсноск RED WILLOW HARLAN RANKLIN NUCKOLLS PAWNEE 38

Omaha Metro Districts



Lincoln Districts



Who is Your Senator?



District 1 Sen. Lavon Heidemann Elk Creek



District 2 Sen. R. Paul Lambert Plattsmouth Auto Sales Consultant



District 4 Sen. Pete Pirsch Bellevue Omaha Retired Military Attornev



District 5 Sen. Heath Mello Omaha Community Development Specialist



District 6 Sen. John Nelson Omaha Attorney



District 7 Sen. Jeremiah Nordguist Omaha State Senator



District 8 Sen. Burke Harr Omaha Attorney



District 9 Sen. Gwen Howard Sen. Bob Krist Omaha Social Worker Contract Manager



Omaha

District 11 Sen. Brenda Council Omaha Attorney



District 12 Sen. Steve Lathrop Omaha Attorney



District 13 Sen. Tanya Cook Omaha Communications Agency President



District 14 Sen. Jim Smith Papillion Manager/Business



District 15 Sen. Charlie Janssen Fremont Medical Staffing Agency Chair/CEO



District 16 Sen. Lydia Brasch Bancroft Farmer/Business Owner



District 17 District 18 Sen. Dave Bloomfield Sen. Scott Lautenbaugh Hoskins Omaha Retired Attorney



District 19 Sen. Mike Flood Norfolk Broadcaster/Attorney



District 20 Sen. Brad Ashford Omaha Businessman/Attorney



District 21 Sen. Ken Haar Malcolm Software Company CEO and President



District 22 Sen. Paul Schumacher Columbus Attorney/Business Owner



Sen. Chris Langemeier Schuyler Real Estate Broker/Real Estate Appraiser



District 24 Sen. Greg Adams Retired Teacher

For help finding your district, log on to www.nebraskalegislature.gov/senators/senator_find.php



District 25 Sen. Kathy Campbell Lincoln Children Services Nonprofit Executive Vice President

District 31

Sen. Rich Pahls

Omaha

Retired Principal



District 26 Sen. Amanda McGill Lincoln Program Advocacy Director, YWCA



District 27 Colby Coash Lincoln Disability Services Agency Staff Development Director



Lincoln

District 28 District 29 Sen. Bill Avery Sen. Tony Fulton Lincoln Retired Professor CEO/Professional Enginneer



District 30 Sen. Norman Wallman Cortland Farmer/Agribusinessman



District 33 Sen. Les Seiler Hastings Attorney



District 34 Sen. Annette Dubas Fullerton Farmer/Rancher



District 35 Sen. Mike Gloor Grand Island Retired Hospital CEO



District 36 Sen. John Wightman Lexington Attorney



District 37 Sen. Galen Hadley Kearney Professor



District 38

Holdrege

District 32

Sen. Russ Karpisek

Wilber

Resource Development/

Marketing Director

Sen. Tom Carlson Financial Advisor



District 39 Sen. Beau McCoy Omaha Home Improvement Contractor/Business Owner



District 40 Sen. Tyson Larson O'Neill Rancher/Businessman



District 41 Sen. Kate Sullivan Cedar Rapids Banker/Bank Board of Directors



District 42 Sen. Thomas Hansen North Platte Rancher



District 43 Sen. Deb Fischer Valentine Rancher



District 44 Sen. Mark Christensen Imperial Commodity Broker/ Retired Police Officer Landowner



District 45 Sen. Abbie Cornett Bellevue



District 46 Sen. Danielle Conrad Lincoln Attorney



District 47 Sen. Ken Schilz Ogallala Cattle Feeder/Farmer

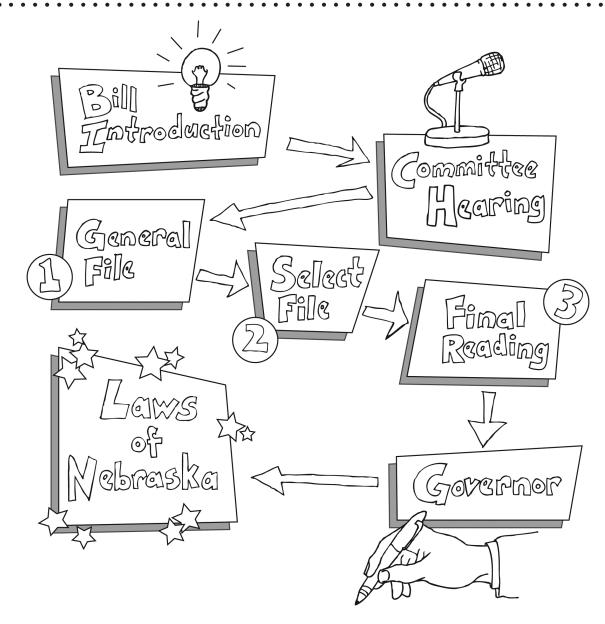


District 48 Sen. John Harms Scottsbluff Retired College President



District 49 Sen. LeRoy Louden Ellsworth Rancher

How a Bill Becomes a Law



Lawmaking in the Unicameral

The lawmaking process in Nebraska officially begins when a senator introduces a bill, or a proposed law, into the Legislature. But the lawmaking process actually begins much earlier — when a senator develops ideas for new laws. An idea for a new law may be suggested by anyone: concerned citizens (including students!), special interest groups, state agencies or the governor. The idea must be introduced by a senator to be formally considered by the Legislature. Committees debate and propose amendments to bills, and the full Legislature has an opportunity to debate each bill at least two times before its final passage. Senators may propose amendments to alter the bill at each stage of debate.

Here are the steps a bill must take before becoming a Nebraska state law:

1) Research -

First, a senator and his or her staff research a problem and study ways it could be solved. A senator may introduce a bill to create a new law, or to get rid of or change an existing law. Research is done during the period between sessions called the interim. During this time, legislative committees study a variety of issues that have been identified by the Legislature.

2) Drafting

A senator brings his or her idea for a new law to a bill drafter, who works with the senator to transform the idea into the proper legal form for a bill. Unlike some states, bills introduced in Nebraska may contain only one subject.

r 3) Introduction **<**

Most bills are introduced during the first 10 days of the legislative session, which begins each January. In order to introduce a bill, a senator files it with the Clerk of the Legislature. The Clerk reads the title of the bill into the record, assigns it a number and prints copies of it for public and legislative use.

4) Committee Hearing —

After a bill is introduced, it is sent to a committee. The committee holds a **public hearing**, in which citizens have a chance to express their opinions about the bill to committee members. Their comments are recorded, transcribed and become part of the official committee record.

After the public hearing, the committee members consider whether they think the bill would make a good law. If they do, they advance the bill to the next step in the lawmaking process. If they don't, they indefinitely postpone the bill. They also can take no action on the bill, which also would cause it to die. The committee also can suggest changes to the bill, called amendments, and then advance the bill to the next stage.

→ 5) General File

If the committee advances a bill, it goes to the general file stage. General file is the first time the full Legislature has the opportunity to debate and vote on a bill. Senators also can propose amendments they think will make a bill better. It takes a majority vote of the Legislature (25 votes) to adopt amendments and to move a bill from general file to the next stage of consideration.

Before a bill is sent to the next stage, it goes through **enrollment and review**. Commonly referred to as "**E&R**," enrollment and review is a process in which adopted amendments are combined with the original bill, and the bill is checked for technical and grammatical accuracy.

V

6) Select File

Select file is the second time the full Legislature debates and votes on a bill. This step allows senators another opportunity to amend, compromise and reflect on the proposed law. In select file, a bill may be indefinitely postponed or advanced to the next stage. If senators vote to advance a bill from select file, it is again sent to E&R to be rechecked. The bill is then reprinted and advanced to the next stage.



r7) Final Reading

Final Reading is the third and last time a bill is considered by the entire Legislature. The Nebraska Constitution requires that before a bill's final passage, the entire bill must be read aloud by the Clerk of the Legislature. This happens unless three-fifths of the Legislature (30 members) votes not to do so.

A bill may not be amended or debated during the final reading stage, but it may be returned to select file to be amended.

Usually, it only takes a majority vote (25 senators) for a bill to be passed in final reading. However, some special bills need more votes to pass the final reading stage. A proposed **constitutional amendment** requires a three-fifths vote (30 senators) to place it on the general election ballot in November and a four-fifths vote (40 senators) to place it on a primary or special election ballot. A bill with an **emergency clause** requires a vote of two-thirds (33 senators) of the Legislature. We'll learn more about the emergency clause later.

\rightarrow 8) Governor \rightarrow -

After the Legislature passes a bill in the final reading stage, it goes to the governor for his or her approval. The governor has five days, excluding Sundays, to decide what to do with a bill. If the governor signs a bill or declines to act on it, the bill becomes a state law. The governor may veto a bill, and can **line-item veto**, or strike specific budget items.

The Legislature may **override** a governor's veto, although it takes a vote of 30 senators to do so.

9) Effective Date

Most bills passed and approved by the governor become law three calendar months after the Legislature adjourns for the year. However, bills may take effect before that date if they contain the emergency clause. An **emergency clause** allows a bill or a portion of a bill to take effect immediately after the governor signs it or after the Legislature overrides the governor's veto.

Committees

As you just learned, one of the initial stages of the lawmaking process in Nebraska involves the work of the Legislature's committees. Think of committees as "expert groups" that allow senators to split up to work on bills that affect things they care about the most.

After a bill is introduced, the Legislature's Reference Committee decides which one of the 14 standing committees will receive the bill.

Committee	Policy Area
» Agriculture	
» Appropriations	
» Banking, Commerce & Insurance	banking regulations, corporation laws,
	insurance standards
» Business & Labor	workplace safety, worker's compensation
» Education	state aid to schools, testing standards
» General Affairs	cemetery laws, library laws
» Government, Military & Veterans Affairs	election laws, redistricting
» Health & Human Services	hospital laws, welfare
» Judiciary	criminal laws, probation
» Natural Resources	water rights, hunting
» Nebraska Retirement Systems	state employee retirement
» Revenue	taxes
» Transportation & Telecommunications	roads, phones, railroads
» Urban Affairs	organization of cities, housing authority

Exercise:

If you were a Nebraska senator, on which committees would you want to serve?

Write Your Senator

As a citizen, you may contact your state senator about laws being considered by the Legislature, laws already in place or an idea for a new law. One of the best ways to communicate your ideas or concerns is to write your senator a letter. This guide includes a postcard that you can use to correspond with your senator.

Write your senator's name, district number and home address on the front of the postcard below. Then write your message on the back. Tear the postcard out of the book, place a stamp on it, and drop it in the mailbox.

If you would rather send an e-mail, go to www.nebraskalegislature.gov/senators/senator list.php and select your senator from the list.

Legislative Terms

Amendment - a proposal offered to a legislative bill that changes its original intent or language.

Bill - the document that contains a proposed law, referred to as a legislative bill (LB).

Clerk of the Legislature - an officer of the Legislature who handles all administrative functions related to legislative business. Positioned at the front of the legislative chamber while the Legislature conducts business, the clerk records activity and counts votes on issues.

Committee - a panel of senators that makes preliminary decisions about legislation or other issues and reports its findings to the entire legislative body.

Committee Chairperson - a senator chosen to direct the activities of a committee. Committee chairpersons normally are elected every two years by a vote of the entire legislative body.

		Insert postage here.	Dear Senator	, Date
 	Senator District #	_		
 	State Capitol Lincoln, NE 68509	_		

Constitution - a document that states the basic principles and laws of the state, determines the powers and duties of government and guarantees certain rights to Nebraska citizens.

Constitutional Amendment - similar to a legislative bill, a constitutional amendment is a proposal to change the state's constitution that must be approved by a vote of citizens.

Final Reading - the final voting stage of a bill or constitutional amendment during which the document may be read in its entirety by the Clerk of the Legislature.

General File - the first debating and voting stage of a legislative bill or constitutional amendment by the entire legislative body. Bills on general file may be amended, returned to committee, indefinitely postponed or advanced to select file.

Hearing, Committee Hearing or Public Hearing - a scheduled meeting of a committee at which the public has an opportunity to voice its opinion about proposed legislation.

Indefinitely Postponed - refers to when a bill is killed, which means no further action on the measure is expected.

President - another name for the lieutenant governor, who normally presides over legislative floor debate.

Select File - the second debating and voting stage for a bill or constitutional amendment by the entire legislature. Bills on select file may be amended, returned to committee, indefinitely postponed or advanced to final reading.

Speaker - a senator who is elected by the other members of the Legislature to handle administrative functions such as setting the daily agenda of floor activity and scheduling work days for legislative sessions.

Unicameral - name given to a one-house legislature, as opposed to a legislature that is divided into a house and a senate.

Veto - return of a bill by the governor to the Legislature without his or her signature, usually accompanied by an explanation as to why the governor thinks the bill should not become law. The Legislature must vote to override a veto within five legislative days after the governor returns the bill.

Word Search

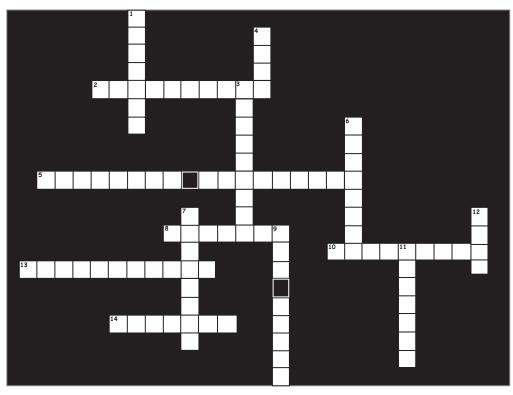
Search for these state government words. They may appear in all directions: forward, backward, up, down, or diagonally. Find each word and draw a circle around it.

Amendment Chamber Constitution Floor Governor Hearing Introducer Override Page Speaker

R	С	K	J	Е	D	Н	Q	F	G	0	М
L	Е	Н	0	W	Р	М	В	I	U	R	Α
U	Р	W	Α	М	Е	N	D	М	Е	Ν	T
Е	G	Z	R	М	T	S	I	٧	Е	Z	Х
D	Υ	R	F	0	В	Α	Ν	S	U	В	1
S	Р	Α	Ν	Q		Ε	T	Α	Υ	K	Ν
Α	Н	W	U	Χ	L	F	R	М	T	0	G
В	I	0	R	С	٧	В	0	S	—	>	Α
T	R	Z	Е	Α	R	Н	D	T	Е	Е	В
V	U	Υ	K	В	0	М	U	J	Υ	R	W
Х	Е	G	Α	Р	W	T	С	I	K	R	Е
R	С	0	Е	Α		٧	Е	В	X	_	T
S	Р		Р	T	Q	Х	R	U	Τ	D	S
J	L	W	S	٧	Α	Z		K	U	Е	Α
Ε	G	Ν	I	R	Α	Ε	Н	В	F	٧	Н
М	0	T	Υ	Н	М	0	F	L	0	0	R
С	Υ	K	G	0	V	Е	R	N	0	R	Е

The answer key for this exercise can be found at www.nebraskalegislature.gov/about/pubs.php

Crossword



Down

- 1. Committee meeting where the public can give opinions on a bill.
- 3. May be proposed to change the bill at each stage of debate.
- 4. A proposed law.
- 6. The person who has executive power of the state and signs bills into law.
- 7. The name of our state.
- 9. Nickname given to the sergeant-at-arms and his or her assistants.
- 11. Period between regular legislative sessions.
- 12. Governor rejects a bill.

Across

- 2. A one-house legislature.
- 5. One of 14 to which bills are referred.
- 8. Represents one district.
- 10. Also the lieutenant governor.
- 13. Elected body of persons with the power to make and change laws.
- 14. Officer of legislature who prepares daily agenda and presides in absence of the lieutenant governor.



Match the following terms on the left with the definitions on the right.

Unicameral How old you have to be to become a state senator

President Commonly known as "red coats" because they wear

red jackets; these people are responsible for security in

hearings and the legislative chamber

49 A permanent committee of the Legislature that holds

regularly scheduled hearings to consider bills assigned

to it

Sergeants-at-Arms As the lieutenant governor, the role of this person is to

preside over the Legislature

Select File The length of a senator's term of office

Standing Committee The number of senators in the Nebraska Legislature

Indefinitely Postponed The first debating and voting stage for a legislative bill or

constitutional amendment by the entire legislative body

General File The final voting stage of a bill during which a bill may be

read in its entirety by the Clerk of the Legislature

21 Means one house

Final Reading What happens to a bill when it is indefinitely postponed

4 Years The second debating and voting stage for a legislative

bill or constitutional amendment by the entire legislative

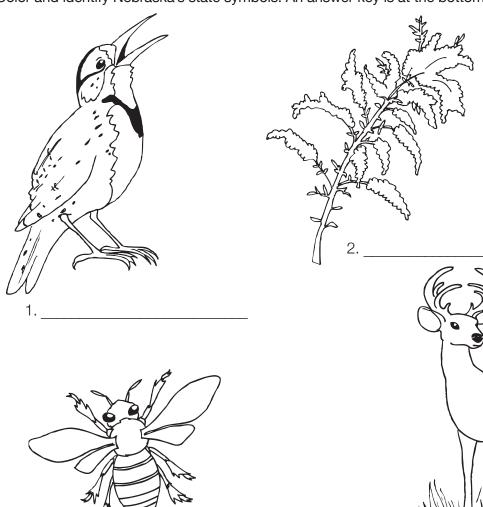
body

The answer key for this exercise can be found at www.nebraskalegislature.gov/about/pubs.php

The answer key for this exercise can be found at www.nebraskalegislature.gov/about/pubs.php

State Symbols

Color and identify Nebraska's state symbols. An answer key is at the bottom of the page.



Compromise

Bills can be complicated, some totaling over 1,000 pages! A single bill can propose several ideas for changing law, and many senators may not agree with each of the proposed changes. Other senators may think they have a better way to accomplish the same goal. In order for a senator to be successful, he or she must be able to work well with the other 48 senators. This often requires the ability to compromise, or agree to some things you may dislike in order to get some things you really want.

Complete the exercise below to learn more about the value of compromise.

Exercise:

- 1) If your class were to share a pizza, what kind would you get? Write down your favorite pizza, including the toppings you prefer.
- 2) As a class, debate what type of pizza the class should select. Take individual turns to explain why your pizza proposal is best.
- 3) Vote on your pizza proposals. Take the three proposals with the most votes and allow students to debate which one of the three should be picked. Allow time for students to make compromises among themselves, then take a final vote.
- 4) Discuss as a class why compromise was difficult to achieve. What are the benefits of compromise?

21

Visiting the Capitol

One of the best ways to learn more about the Nebraska Legislature is to visit the Nebraska State Capitol Building in Lincoln. There are many things that you can do at the Capitol.

1) Take a Tour of the Capitol Building

To schedule a tour, call the State Capitol Tours Office at (402) 471-0448 or visit the tour office, which is located near the north entrance on the 2nd floor of the Capitol.

2) Watch Floor Debate

If the Legislature is in session, you can watch senators debate from a balcony in the Norris Chamber. For information regarding the schedule of the Legislature, log on to NebraskaLegislature.gov.

3) Attend a Committee Hearing

During session, the Legislature holds numerous committee hearings that are open to the public. Check the public hearing schedule posted on NebraskaLegislature.gov.

4) Meet Your Senator

Many senators will gladly meet with students from their district. Be sure to contact your senator in advance of your visit. Contact information for each senator can be found on NebraskaLegislature.gov.

5) Visit the Observation Deck

The Observation Deck on the 14th floor level is open to visitors during public hours as weather permits.

6) See the Nebraska Hall of Fame

Bronze busts of the Nebraska Hall of Fame members are located on the 2nd floor of the Capitol.

7) View Photos of State Senators

Photos of state senators throughout history are displayed in the west hallway of the 1st floor.

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